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17. ABSTRACT (MAX. 250 WORDS) Employment prospects for school dropouts are significantly lower than for high school graduates. Reasons for dropping out of school as determined from teachers, dropouts, and records include low academic aptitude, retarded emotional maturity and social adjustment, lack of interest, economic reasons, and marriage and pregnancy. On the average, dropouts are rated at the lower end of the intelligence scale and score lower in school achievement. Characteristics of potential dropouts include failure to achieve in regular school work, an age of 16 years or more, low reading ability, grade level placement two or more years below average for grade, irregular attendance, and frequent tardiness.

The potential dropout can be described and identified with a fair degree of accuracy at least five years before the dropout occurs. The number of dropouts can be reduced by appropriately designed school-community programs. Successful programs usually include: a community-wide effort involving school, students, parents, and welfare agents; direct contact and involvement of parents; a long-range program beginning in the elementary school and continuing through the secondary school; flexible programs to meet needs of the potential dropout; a higher than normal ratio of instructional staff; a fully staffed pupil personnel team which includes counselors, psychologists, social workers, and health workers; provisions for work experiences; and a concentrated effort to develop the values and attitudes from which the student derives the motivation to stay in school and prepare for work. Office of Education programs and activities related to school dropouts and youth employment include grant-in-aid and contract programs, professional programs and professional leadership and services. Other agencies have sponsored programs and activities related to the holding power of schools, reclamation of dropouts, and youth employment.

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Background Paper on Dropouts and Youth Employment

The Economic and Employment Situation

"The United States is advancing rapidly into a national economy in which there will not be enough jobs of the conventional kind to go around." This statement by Ferry[1]* summarizes a condition which most economists and sociologists agree is the festering core of potentially the most serious social and economic crisis this Nation has ever faced. The present unemployment problem would indicate that we are on the threshold of this crisis and that unless immediate steps are taken to change the trends the unemployment rate may continue to increase throughout the next decade.

The productive capacity of the Nation has increased to the point that even our rapidly increasing population cannot consume the full production output. Controlled production with output substantially reduced below production potential can already be observed in agriculture and the steel industry. This period of relative abundance is largely the result of technological advances which have increased the ratio of production to man-hours of labor. Fewer workers now produce more goods; this means that fewer people earn an income from the production of goods; this in turn means a reduction of their purchasing power to obtain the goods produced. In nonproductive occupations, the number employed in the service, managerial, sales, and clerical areas has been increasing steadily. But automation is now affecting this rate of expansion; thousands of elevator operators, janitors, and bookkeepers for example, are being displaced by machines each year, and some predict that the middle management white collar workers will suffer serious reductions in the years to come.

At the same time, it should be noted that some occupations have expanded so rapidly that a critical shortage of workers exists in them. For the most part these occupations are in the professional and technical areas which require higher level abilities and a post-high school education. Here, employment prospects for the able and prepared are exceptionally good; for the average and prepared, employment stability will be reasonably good; for the others, full employment will be increasingly difficult.

In the years to come, employment insecurity may very well become a problem for as much as one-third of our population.

The PCYE[2]* attributes this bleak prospect to two general factors. First, the shrinking employment opportunities for youth. This factor arises from the changing occupational structure which makes more demands of the prospective employee thus entailing a drastic reduction in employment opportunities for the unskilled and undereducated. Second, the frequently inadequate preparation of youth for work. These factors, added to the substantial increase in the numbers of youth reaching the labor market each year, produce dismal employment prospects for many youth and young adults. 5-26

JO 5-68

* Footnotes appear on Attachment No. 1

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But there is a paradox inherent in this situation when it is considered in relation to the potential for development of our population. The new technologically oriented economy requires higher levels of ability, knowledge, and skills, while the proportion of people with the ability to acquire these competencies remains relatively constant. Assuming that few people have ever approached the full development and utilization of their capacities, these undeveloped resources may in themselves provide the means for the partial alleviation of the discrepancy between requirements and capacity. Improved methods of instruction need to be explored more fully to devise the most efficient means of teaching those of below average ability. Present knowledge of human capacity and methods for developing that capacity would, however, indicate that even the most concentrated efforts may have disappointing results in developing those constituting the lowest 25 percent on the capacity scale to the point that they could meet the demands of the new occupational structure. This is a major challenge to educators, economists, and sociologists.

A few economists appear to have confidence in national economic growth to solve the unemployment problem. But many scholars in the economic field see the need for new concepts of work, leisure, and education 1/, 3/ 4/. There is little evidence of agreement on the formulation of these new concepts; but all recognize the basic factor of the effect of the changing occupational and economic structure on the educational needs of individuals and the Nation -- educational needs to equip people both to meet new occupational demands and to turn their increasing leisure to constructive pursuits rather than let it degenerate into random idleness.

One point of general agreement among most writers and of increasing concern to all educators is that the potential of each individual should be developed as fully as possible. To achieve this goal, it will be necessary to provide each individual with the educational opportunities required for his full development and to use all available means to stimulate him to take advantage of those opportunities. The fact that an individual drops out of school prior to the completion of the highest level of educational attainment of which he is capable is an indication of his failure, the school's failure, and the Nation's failure in the effort to develop and utilize available human resources. The evidence available clearly shows the relationship between the dropout problem and the unemployment problem. The many variables involved in the problems of school dropouts and youth unemployment produce an extremely complex situation, with no simple solution. Extensive information on the nature, causes, and prevention of school dropouts, however, has been provided by research. The school dropout problem, then, would appear to provide a very practical point of departure in planning action programs to attack this dimension of the youth employment problem.

Some Facts on School Dropouts, Youth Employment, and Preventive Measures

During the last 10 years, a total of 6,000,000 additional jobs were generated by an economic growth at the rate of about 3 percent per year. Over the same period, however, the total labor force increased by 8,000,000, that is, by 800,000 a year. The disparity between the number of new entrants to the labor force and new jobs generated by the economy has contributed to the present total of approximately 4,000,000 unemployed which is equivalent to about 5.6 percent of the total labor force. During the period 1965-1970, the population bulge will put young people in the labor market at the rate of about 3,000,000 per year. Economists estimate that at our present rate of economic growth the entry of these young people could swell the pool of unemployed by 2 to 3 million, which would result in a 7 to 8 percent unemployment rate by 1970.

In this whole problem of employment and unemployment, education plays a vital role. How much and what kind of education is required to equip young people to meet the conditions of the present and the immediate future? To what extent does dropping out of school contribute to unemployment? Salient facts to be borne in mind are:

1. That more than one-third of the Nation's young people now drop out of school before completing senior high school.

2. That 2.6 million youths reached the age of 18 in 1960, whereas 3.8 million youths will reach this age in 1965.

3. That if the current rate continues, 7.5 million youth, or about one million each year, will drop out before graduating from high school during the next decade.

4. That today unskilled jobs account for 10 percent of all available employment, whereas by 1970 they will have shrunk to 5 percent.

5. That the rate of unemployment is substantially higher among male school dropouts than among high school graduates.

6. That the dropout rate is decreasing slowly (from 44.7% in 1954 to 36.4% in 1962) but increased enrollments have pushed the total number of dropouts upward (from 1,031,000 in 1954 to 1,105,000 in 1962 to an estimated 1,200,000 in 1965).

The greatest percentage of dropouts leave school about the age when attendance is no longer compulsory (16 years in most states). In October 1959, 929,000 or 17.1 percent of the youth between 16 and 17 years were not enrolled in school. Only slightly more than 60 percent of the boys and girls who reach the 5th grade stay in school through high school, and out of each three students reaching the 9th grade, one fails to get a high school diploma. The first major withdrawal occurs between the 9th and 10th grades when many pupils are making the transition from junior to senior high school. Another significant withdrawal occurs between the 10th and 11th grades. Many of these young people have obviously tried the secondary school and found it unsuited to their needs.

Employment Prospects for Dropouts

The U.S. Department of Labor in October 1961 surveyed the employment status of June 1961 high school graduates,[5] and of dropouts who would have graduated in 1961 if they had stayed in school and made normal progress. The survey found that the unemployment rate for the dropouts was 27 percent as compared to 18 percent for the graduates who were in the labor market. High school graduates tend to obtain work in higher level occupations than the school dropout. Among the 1961 male graduates 35 percent were working as laborers, while 45 percent of the dropouts were working at this level. Women dropouts were employed primarily as factory workers, service workers, and in other unskilled occupations, while almost two-thirds of the women graduates were working in clerical and kindred occupations. It was also found that the unemployed dropout tends to remain unemployed for a longer period than the unemployed graduate.

Reasons for Droppin Out

Information on students' reasons for dropping out is usually obtained from their teachers, the dropouts themselves, and from records. The Illinois Study [6] of 2,723 students who dropped out before graduation identified three major dimensions of predisposing characteristics of dropouts. These were (1) low academic aptitude, (2) parental disinterest in education, and (3) retarded emotional maturity and social adjustment. The Maryland Cooperative Study of School Dropouts[7] surveyed 13,715 students who dropped out of Maryland schools during the school year 1960-61. The four major reasons for leaving school which these dropouts gave were (1) lack of interest (35.3%), (2) lack of scholastic success (17.8%), (3) economic reasons (11.1%), and (4) marriage and pregnancy (14.5%). These four reasons combined accounted for 78.7 percent of the 13,715 dropouts. A Cooperative Research Study by Bowman and Matthews[8] identified the major reasons for dropouts in the following rank order: (1) dislike of school (21%), (2) academic failure (20%), (3) poor social adjustment (18%), (4) need to work because of poor finances (16%), (5) pregnancy (9%), (6) teachers unfair (6%), and (7) other reasons (10%).

Numerous other studies have found approximately the same reasons for dropouts. It should be noted, however, that dropouts may tend to give reasons compatible with their ego structure, while teachers and counselors may tend to interpret the reasons for dropouts within their academic frame of reference. Consequently "disinterest in school," so often expressed by the dropouts, may in many cases be the same as "academic failure" or "low scholastic aptitude" given by the school staff. Also, the extent to which the school has provided the student an opportunity to achieve, at a level where he can reasonably expect to succeed, has seldom been investigated. The Washington High School Project[9] in New York has provided sufficient evidence to hypothesize that a major, and often unrecognized, reason for dropouts may be the inadequacy of the school program. In this regard the Maryland researchers[7] introduced some most interesting questions from their analysis of reasons for dropouts:

> "Are these youth dropping out of school because they lack interest in anything or because they found no appeal in our present offerings and instructional methods? A similar question is raised regarding the high percentage of dropouts who listed lack of success. Should

they be regarded as pupils lacking ability to succeed in any program or were they unsuccessful because of the type of program and the quality of instruction that we have for them? To what extent do we need more flexible programs and a higher quality of teaching? How can we make these programs that are now available more vocationally oriented so that students may see some relationship between school experiences and the lives they now live or expect to live?"

Academic Ability and School Achievement

Investigations yield varying conclusions about the importance of intelligence as a factor in dropping out of school. A U.S. Department of Labor study[10] in seven communities reported that 31 percent of the dropouts as compared with only 10 percent of the high school graduates had IQ's under 85. At the upper end of the intelligence scale 16 percent of the graduates and 6 percent of the high school dropouts had IQ's of 110 and over. Cook[11] concluded that the greatest difference between graduates and dropouts was in measured intelligence. A study reported by the Departments of Commerce and Agriculture[12] showed a significant relationship between academic ability and high school graduation. Approximately four times as many in the bottom IQ quartile failed to graduate as in the top quartile. Scholastic rank in class revealed even more striking differences, with more than seven times as many dropouts in the bottom quartile as in the top 25 percent. The Illinois study[6] reported that among male dropouts 84.4 percent ranked in the lowest 30 percent of their class (54.4% more than chance expectancy) while only 1.7 percent ranked in the upper 30 percent; and among female dropouts, 62.4 percent ranked in the lowest 30 percent and 7.6 percent in the highest 30 percent. These and many other studies show that, although the full range of academic ability and performance is found among dropouts, on an average the distribution of these students is skewed toward the lower end of the scale.

Reading deficiencies among dropouts have been reported in numerous studies. Penty[13] found three times as many poor readers as good readers dropped out of school. Reading retardation of one grade level was reported by Bledsoe[14] in a study of 9th and 10th grade dropouts.

Identifying the Potential Dropout

Studies of the variables which may differentiate the dropout from the graduate number in the hundreds. The characteristics which describe the typical dropout can be listed from these studies. Certain cautions must be observed however in interpreting these characteristics for purposes of identifying the potential dropout.

1. The overlap of any single characteristic among dropouts and graduates is significant. That is, any characteristic which describes the typical dropout will also be descriptive of some graduates -- it is just more likely to be observed among dropouts than graduates.

2. There is no single cause for school withdrawal, nor any one characteristic which will describe the dropout. The causes are multiple and the descriptive characteristics form a complex pattern which will vary to some extent for each dropout.

The consistency of the research results is much greater than the variance when only the most frequently observed characteristics of dropouts are considered. In a study[6] to validate an objective scale designed to identify potential dropouts it was found that the dropout was correctly identified in 83 percent of the cases and only 13.5 percent of the graduates were falsely identified as dropouts. This degree of accuracy, although not perfect, is sufficient to enable educators to identify potential dropouts and to take positive preventive steps.

The following characteristics have been gleaned from the research reports and represent clues which can be used in identifying the potential dropout. When several of these characteristics are observed in a student he is a candidate for withdrawal before graduation.

Characteristics which can be determined from the school record include: (Starred items are of first importance)

* Consistent failure to achieve in regular school work
* Sixteen years of age or older (35% dropout at 16, 27% dropout at 17 years of age)
* Low reading ability
* Grade level placement two or more years below average for grade
* Retained in grade at least once in the elementary school
* Irregular attendance and frequent tardiness
* Frequent changes of schools

Non-participation in extra-curricular activities
Performance consistently below potential
More likely to be male than female
From low-income group, and usually from trade or labor occupations
Education of parents usually below eighth grade level
Serious physical or emotional handicap
Discipline case

Characteristics which are not generally included in the school record but are often available from personal observations:

Active antagonism to teachers and principals
Marked disinterest in school, with feeling of "not belonging"
Non-acceptance by school staff
Unhappy family situation
Marked differences from schoolmates, such as, interests, physique, social class, nationality, dress, or personality development
Inability to afford the normal expenditures of schoolmates
Inability to compete with brothers and sisters

Record of delinquency
Activities centered outside school
Male car owners
Often in difficulty with community agencies and the law
Usually purposeless with no personal goals for achievement
Negative attitude of parents toward graduation.

What Some School Systems Are Doing

Many school systems have initiated action programs to keep boys and girls in school. Most of these have operated on a limited scale and have experienced varying degrees of success. The following examples serve to identify a few such programs without a comprehensive description or evaluation. Passaic, New Jersey[15] started a cooperative program in 1948 involving schools, the local office of the State Employment Service, and community agencies. Lincoln, Nebraska[15] has developed a work-school program to deal with potential dropouts including many with quite low IQ's. New York City Schools[15] have enlisted the help of the municipal government in their campaign on dropouts: under a special program municipal civil service jobs, for which there is a lack of qualified applicants, are thrown open to high school students. The Ford Foundation[15] is sponsoring an attack on the dropout problem in cooperation with the school systems of nine major cities -- Chicago, Cleveland, Detroit, Milwaukee, Pittsburgh, St. Louis, Buffalo, San Francisco, and Washington, D.C. The great cities' improvement program is primarily concerned with the education of culturally deprived pupils in the depressed areas of urban centers. The Tucson Community Council[16] is conducting a large scale investigation in an effort to provide the services and resources needed to work with the dropout and his family, to induce them to accept and help them obtain the schooling needed for self-sufficiency.

New York State's project "Able,"[17] the first statewide program of its kind, is an extension of New York City's Higher Horizon program. Sixteen school districts, working in cooperation with the State Education Department, have developed demonstration projects designed to improve education for culturally disadvantaged students. In Washington, D.C.,[18] elementary schools are using 30 volunteers from George Washington University as tutors to improve study hall programs. In Colorado[18], school libraries remain open two evenings a week to allow students the opportunity of improving study habits. In Springfield, Illinois, Radio Station WTAX[18], in cooperation with city school officials and other community representatives, presents as a public service an imaginative series of 15-minute programs on school dropouts. Cleveland Junior High School Transition Classes[18], a project located in a deteriorating section of the city, has developed 10 experimental transition classes at the 7th grade level. These classes are intended to raise the reading level of students and give them stability as they move into the redeveloped areas.

Some Conclusions Regarding School Dropouts and Youth Employment

Research findings during the last decade have been consistent on many points and provide sufficient evidence for a few definitive conclusions.

1. The potential school dropout can be described and identified, with a fair degree of accuracy, at least five years before the dropout occurs.

2. School dropouts can be reduced substantially by appropriately designed school-community programs. The most successful of these programs usually include:

   a. A community-wide effort centered in the school but actively involving students, parents, welfare agencies, public employment agencies, business and industry, and other community groups.

   b. Direct contact with and involvement of the parents.

   c. A long-range program beginning in the elementary school grades and continuing through the secondary school.

   d. A marked departure from the traditional curriculum and instructional methods so that maximum flexibility can be utilized to meet the unique and special needs of the potential dropout, with special emphasis on the acquisition of fundamental learning skills in the language arts and arithmetic.

   e. A higher than normal ratio of instructional staff, to reduce class size and provide maximum opportunity for individual attention.

   f. A fully staffed pupil personnel team which includes school counselors, school psychologists, school social workers, and school health workers at a ratio far in excess of that usually considered adequate.

   g. Provisions for work experiences correlated with the school program for students in grades 10, 11, and/or 12.

   h. A concentrated effort to develop the values and attitudes from which the student derives the motivation to stay in school and prepare for work.

3. The reduction of dropouts will produce a corresponding reduction in youth unemployment to the extent that the rate of youth unemployment is associated with (a) the age and maturity of youth entering the labor market and (b) the preparation of youth for work.

4. The elimination of dropouts among youth who lack the necessary aptitude to acquire competencies needed for available jobs would not necessarily reduce youth unemployment in this group but would give them the advantage of greater maturity by postponing their entry into the labor market.

5. Psychological dissatisfaction with school is an almost universal characteristic of the school dropout. The antecedents of this dissatisfaction almost always include frustration in scholastic and social achievement efforts, and adherence to cultural values prevalent in economically and socially disadvantaged groups. Well-designed dropout prevention programs operated by an adequate and competent staff can do much to make school a psychologically satisfying experience for these children and youth.

Office of Education Programs and Activities Related to School Dropouts and Youth Employment

The Office of Education is responsible for many professional programs and activities which are related, directly or indirectly, to the prevention or correction of the school dropout and youth employment problems. These can be classified as (1) grants-in-aid and contract programs; (2) professional programs and special projects; and (3) professional leadership and services.

Grants-in-Aid and Contract Programs

1. NDEA -- The National Defense Education Act contains several provisions relevant to the prevention of school dropouts and to the better preparation of youth for employment. Although the basic emphasis of this Act is on better development of the Nation's professional and highly skilled technical manpower, the following programs are broader in scope:

   a. Title II -- Loans to Students in Institutions of Higher Education.

      This program has had a direct impact on the problem of those who drop out between high school and college or after college entrance. Also, many students have undoubtedly been encouraged to finish high school and enter college when they could not or would not have done so without the financial assistance provided by this program. Almost a half million students have borrowed over a quarter billion dollars under this program, and more than 100,000 of these loans were approved for high school seniors before or immediately after graduation.

   b. Title V-A -- Guidance, Counseling, and Testing.

      State grants under this program have aided in the expansion and improvement of guidance, counseling, and testing programs which in Fiscal Year 1963 were available to about 11,000,000 public secondary school students. The direct contribution of this program to preventing dropouts and decreasing youth unemployment is twofold. Secondary school students have (1) the opportunity to take aptitude and ability tests as an aid in identifying their educational and career potentialities; and (2) access to guidance and counseling services to assist them and their parents in making and pursuing educational and career plans appropriate to the abilities, aptitudes, and skills of the student.

   c. Title V-B -- Counseling and Guidance Training Institutes.

      Through contracts with institutions of higher education, this program has provided opportunities for professional preparation to more than 14,000 secondary school counselors. The impact of these institutes in providing better prepared counselors to carry out the programs under Title V-A can be measured in the quality of the service given to students. To the extent that the institutes have improved this quality, more than 4,000,000 public secondary students now enjoy the advantage of these improved services.

d. Title VIII -- Area Vocational Education Programs.

These programs are directly related to the preparation of youth, adults, and older persons for employment as technicians or skilled workers in scientific or technical fields. Through grants to States under this Title, 630 schools offered programs or courses in technical education during Fiscal Year 1962.

2. Manpower Development and Training Act and Area Redevelopment Act. These Acts provide for the retraining of unemployed or underemployed youth and adults for employment in jobs requiring specific vocational education. The MDTA limits to five percent the proportion of the total training allowances paid to youths aged 16 to 22; about 38 percent of this age group is unemployed.

3. Smith-Hughes Vocational Education Act and the Vocational Education Act of 1946. Vocational education programs in the specific area authorized under these Acts have been assisted through grants to States and through the years have prepared millions of youth for employment in these specific fields. The impact of these programs in motivating secondary school youth to remain in school until graduation has been widely acclaimed. However, selection criteria, procedural practices, and limited curricular flexibility of these programs reduce their effectiveness in reaching many potential dropouts.

4. Cooperative Research Program (P.L. 531, 83rd Congress). OE has granted 24 contracts under this program for the conduct of 22 research projects and two demonstration projects related to school dropouts and preparation for employment (see attachment #2). The new knowledge made available through the 10 completed projects and the anticipated contributions of those in process should make possible significant progress toward a better understanding of these problems and toward their solution.

Professional Programs and Special Projects

1. The Guidance and Counseling Programs Branch has (underway or projected for initiation during Fiscal Year 1964) the following projects, related to school dropouts and youth employment:

a. "Extent and Prevention of Secondary School Dropouts"

(1) Analysis of studies and preventive practices (cooperative project involving DES, DESE, and DVE - publication proposed during Fiscal Year 1964).

(2) A cooperative study of school dropouts in local schools (cooperative project with DESE and NEA - conference planned for Second Quarter of Fiscal Year 1964, with publication during Fiscal Year 1964).

b. "Increasing the Employment Potential of Youth Through Guidance Services." Particular attention will be given to

(1) Disadvantaged youth

(2) Minority groups

(3) Mentally handicapped

(4) Physically handicapped

(5) School dropouts and potential dropouts

A conference is planned for the Third Quarter of Fiscal Year 1964, to be followed by a publication later in the year.

c. "Career Counseling for a Changing Occupational Structure." Contract services of an outstanding authority on cybernetics will be obtained for part of the Second Quarter and a conference is planned for the Third Quarter of Fiscal Year 1964.

d. "Specialized Professional Training Needs of Counselors for Youth with Special Problems," such as economically and socially disadvantaged youth. The appointment of a staff member who is well qualified in this area has been made by the CSC. The appointee will make a special study of this problem and prepare a bulletin of suggestions for counselor preparation institutions.

2. The DESE has projects underway which relate to the education of disadvantaged and educationally retarded children and youth. These include:

a. "A Survey of the Promising Practices in Mathematics for the Slow Learner" and "A Survey of Mathematics Supervision in Large Cities." (Instructional Programs Branch).

b. "Improving School-home Relations in Depressed Urban Neighborhoods." (Administration Branch).

c. "State Programs in Migrant Education." (Administration Branch).

d. "Current Practices and Procedures in the Education of Migrant Children." (Administration Branch).

e. "Case Studies in the Prevention of Juvenile Delinquency." (Juvenile Delinquency Unit).

f. "Status Report on Curriculum Development for the Education of Socially and Economically Deprived Children." (Juvenile Delinquency Unit and Instructional Programs Branch).

3. The OE Unit on Educational Programs on Juvenile Delinquency works with the HEW unit and the President's Committee on Juvenile Delinquency in the administration of the Juvenile Delinquency and Youth Offenses Prevention and Control Act. The OE unit assists other Federal officials and local communities in the development of the educational aspects of projects supported under this Act. Most, if not all, of the projects approved have had a direct bearing on the problems of school dropouts.

4. "Project Disadvantaged" proposed by DESE would have a direct relationship to the improvement of education for those groups which produce a disproportionately high percentage of school dropouts and unemployed youth.

5. The DES regularly collects enrollment and graduation statistics. These provide the most accurate information currently available on the extent of the national dropout problem.

Professional Leadership and Services

The OE professional staff from most of the divisions provide services as requested, within the limits of staff availability, to State and local school systems, colleges and universities, community groups, national organizations, and to other Federal agencies. These services are too numerous to list in this paper. However, the examples given below will serve to illustrate their relationship to the dropout and youth employment problems. Office professional staff have:

1. Acted as consultants and leaders at the White House Conference on Children and Youth, and the Regional White House Conferences.

2. Served as consultants to Presidential committees, such as the President's Committee on Youth Employment, and the Panel of Consultants on Vocational Education.

3. Carried out liaison work with Department of Labor, Vocational Education, and Guidance and Counseling, in an effort to coordinate activities, develop cooperation, and avoid duplications.

4. Provided consultative services to State and local education agencies in the development and evaluation of programs related to school dropouts and youth employment.

5. Provided consultative services to institutions of higher education and State education agencies in the development of research on these problems.

Programs and Activities of Agencies Outside the Office of Education

The following agencies have sponsored activities related to the holding power of schools, the reclamation of dropouts, and youth employment:

Other Federal Government Agencies

1. Department of Commerce

   The Bureau of the Census conducted two studies during Fiscal Year 1963 which were closely related to the problem of youth employment. In February 1963 this Bureau conducted a survey of youths not attending regular school. This study will be reported early in 1964 and will contain information on such items as level of educational attainment, reasons for leaving school, guidance assistance while in school, assistance from the Employment Service, educational program in school, and work history since leaving school.

   A second survey was conducted in April 1963 on the training of workers and will be reported in October 1963. This study will provide specific information on the nature and extent of the training of workers and how this training has been utilized on jobs held at the time of the survey.

   This Bureau, in cooperation with the Department of Agriculture, conducted a comprehensive study of rural youth, including demographic and educational characteristics of both graduates and dropouts.

2. Department of Health, Education, and Welfare

   a. The Welfare Administration administers programs which provide financial assistance to State and local welfare agencies. Social work services are made available to many disadvantaged families through these programs, and efforts are made in the family contacts to keep children in school.

   b. The National Institutes of Mental Health make research grants for many projects closely related to the educational development of children. Last year, for example, a grant of 1.3 million dollars was made for research in the area of pupil personnel services in the schools.

   c. The Vocational Rehabilitation Administration's training programs offer opportunities for many disadvantaged and handicapped young people to obtain training for the enhancement of their employment opportunities.

3. Department of Justice

This Department, through its activities in the areas of civil rights and juvenile delinquency, has had a direct interest in the problems of school dropouts and youth employment.

4. Department of Labor

a. Bureau of Employment Security

(1) Has published film, "When I Am Old Enough, Goodbye," with accompanying Fact Sheet -- urging youth to remain in school until graduation.

(2) Employment Service, with offices in most cities throughout the Nation

Provides placement and counseling services to out-of-school youth.

Gives the General Aptitudes Test Battery to the students ready to enter the labor market. Most of these students are in the 11th or 12th grade, graduates, or dropouts. Counsels with many non-college-bound students.

b. Bureau of Labor Statistics

(1) Publishes the Occupational Outlook Handbook to assist counselors, in school and out, in the career counseling of youth. The handbook is also used by youth themselves in learning about careers and career opportunities.

(2) Conducts and publishes many studies on employment trends, projections, and requirements.

c. Bureau of Labor Standards

(1) Published three brochures -- "Keep Them in School," "School - or What Else," and "For the Good of Your Community."

(2) Established a Division of Youth Services and Employment Standards. This division has placed youth consultants in 11 regional offices throughout the country to assist State agencies and local communities in the development of programs to cope with youth problems.

d. Office of Manpower, Automation, and Training

This office has made funds available through MDTA for research and demonstration projects. Many of these projects have dealt directly with school dropouts, and the counseling and training of unemployed youth.

5. Departments of the Navy, Air Force, and Army

   a. Each of these services has published Stay in School brochures.

   b. The U. S. Continental Army Command has produced a film entitled The Hurrying Kind. This film for students and counselors emphasizes the need to graduate from high school.

6. Interdepartmental Committee on Children and Youth

   A subcommittee of the Interdepartmental Committee, the Committee on Transition from School to Work, has studied the problems of youth employment and the school dropout. This group has published two brochures on these problems and spearheaded a major "Stay in School Campaign."

7. President's Committee on Youth Employment

   This Committee was appointed to examine the problem of youth employment and to make recommendations to the President for preventive and corrective measures which should be taken. The Committee was organized under the joint sponsorship of six Departments of the Federal Government and one Independent Agency. The basic composition of the Working Committee included 27 leaders representing commercial, labor, educational, and social interests throughout the Nation. The Committee submitted its report to the President in April 1963 recommending strong Federal, State, and local action to improve educational and employment opportunities for youth.

   The PCYE is currently studying the extent and ways its recommendations are being implemented. Each Government agency has been asked to report any action taken to implement the recommendations.

Non-Government Agencies and Organizations

1. American Federation of Labor and Congress of Industrial Organizations

   a. Prepared a Discussion Guide to Department of Labor's film, "When I Am Old Enough, Goodbye."

   b. Published:

      (1) "Labor Looks at Education." This is a candid lock at many phases of education, including a discussion of dropouts -- the causes, results, and some ways of prevention.

      (2) "The Coming Crisis: Youth Without Work" was published in the April 1963 issue of Federalist, the organization's journal. This is an excellent treatment of the dropout problem.

2. Chamber of Commerce of the United States

This organization has become interested and active in the dropout problem. Its method of attack is to inform local chambers throughout the Nation about the seriousness of the problem and suggest what they can do to assist in dropout prevention. They have an excellent poster entitled, "Businessmen Urge You to Stay in School." This poster is made available to all schools through local chambers or from the central office in Washington.

Several issues of the "News Service," the Chamber's newsletter, have been devoted to the dropout problem during the school year 1962-63. These newsletters are distributed widely.

The Chamber is currently planning a national program including career information and strong encouragement to employers to assist in keeping students in school.

3. National Education Association

Project -- School Dropouts

This project was started in 1961 under a Ford Foundation grant for three years. The activities of the project have included providing consultant, clearinghouse, and recommendation services to State and private agencies and groups interested in developing school programs to decrease the number of school dropouts and to provide for those who have dropped out of school.

a. Publications. The newsletter -- title "Project: School Dropouts" (issues of this were published in November of 1962 and in February and April of 1963).

b. Distribution of other materials. The Project collects reprints from magazines and other publications on the subject of dropouts and distributes them to interested persons and agencies throughout the Nation.

c. Cooperation with OE and national professional organizations in the development of materials to assist in studying and correcting the dropout problem.

Evaluative Summary of Current Activities and Programs Related to Dropouts and Youth Employment

1. Local education agencies in cooperation with community groups have demonstrated that programs can be developed which will effectively reduce the school dropout rate and increase the employment potential of youth. Primarily owing to lack of financial resources and adequately prepared professional personnel, the widespread initiation of such programs has been delayed. There is a distinct need for Federal financial assistance to stimulate the development and support the operation of local programs of the type of those in New York, Detroit, and St. Louis.

   The basic philosophy and structure of education at the local level tend to be deterrents to the development of programs which will reduce dropouts and better prepare youth for work. The view that the only purpose of the secondary school is to prepare the student for academic pursuits beyond the high school is unrealistic. All students cannot and should not be expected to go to college. Yet in many schools, community pressures, administrative policies, and teacher interests seem to limit the school program to serving primarily the college-bound student. The result is obvious -- rigidity of the school program stimulates early school leaving. Also, thousands of high schools are so small that it is physically and financially impractical to provide the curricular and instructional flexibility necessary to meet the needs of the student body, and usually the noncollege-bound student is the most seriously neglected. These conditions must be improved before education can be provided which is appropriate to the abilities, interests, and needs of thousands of our youth.

2. Grants-in-aid and contract programs administered by OE have had only an incidental impact on the dropout and youth employment problems. The MDTA program is perhaps the most directly related to youth employment; but it is a corrective rather than a preventive measure. Expanded authority to place greater emphasis on the problems of dropouts and youth employment and substantial increases in appropriations in the areas of vocational education and guidance and counseling could increase the effectiveness of these programs tremendously. Some of the proposed legislation on vocational education and guidance and counseling would do much to remove existing deficiencies in OE programs.

3. The professional programs, special projects, leadership, and services of OE have made and will continue to make significant contributions to the development of understanding regarding the nature, prevention, and correction of the problems of school dropouts and unemployed youth. These activities are needed; however, the time has arrived when OE must in the national interest become more directly involved in action programs at the national, State, and local levels -- action programs which will attack these problems using the best practices known.

4. The interest and activities of such agencies and organizations as the NEA, the Departments of Commerce, Agriculture, and Defense have been primarily in the sphere of collecting and interpreting information which may improve understanding and create an interest in attacking these problems. These contributions were significant in the initial stages, but their activities, just as those of OE, must now move to the stage of translating knowledge into action.

5. Many of the programs of the Department of Labor in (a) the Division of Youth Services and Employment Standards, (b) the Bureau of Employment Security's counseling and testing services for youth, and (c) the Office of Manpower, Automation, and Training provide direct action programs related to youth employment and, by inference, the school dropout. Most of these programs are well financed and have the potential for highly significant services to out-of-school unemployed youth and, to a degree, to in-school terminal students. These programs, with few exceptions, are corrective in purpose and operation in that young people do not ordinarily use them until they are unemployed or ready to enter the labor market. Observation indicates that the coordination of these activities with education programs and often with community programs is absent or, at best, deficient. The full potential of the Department of Labor programs can be reached only when such coordination and cooperation become a reality. The prevention of school dropouts and the development and utilization of the manpower potential of youth require a well-integrated program involving the youth, his parents, the school, community groups, business and industry, and such service and welfare agencies as the Bureau of Employment Security. Functionally, education, through the schools, has the primary responsibility for the development of employment potential. Business and industry, in cooperation with labor unions and such agencies as the Department of Labor, have the primary responsibility for the placement and utilization of the manpower resources developed through education. Teamwork is required to fulfill these responsibilities and to serve youth and the Nation.

6. The contributions of private foundations have been significant in proving the worth of education-community programs in the prevention of school dropouts. Some of the "great cities projects" have shown conclusively that substantial reductions in dropout rates, and increases in level of educational achievement, can be attained through appropriate school programs designed specifically to satisfy the educational-cultural-social needs of the underachiever and potential dropout. Support from the foundations has blazed the trail. It is now a public responsibility to put the knowledge gained from these projects to use in the national interest.

7. The White House Conferences and the several Presidential Committees have been effective in identifying and describing national problems related to the school dropout and youth employment. Recommendations for action have emerged from these groups, but only in isolated cases have these recommendations received more than passive endorsement from State and national leaders in education. Strong leadership and cooperation among all interested groups will be necessary to obtain the national, State, and local support needed to implement these recommendations.

Attachment #1

Footnotes

1. Ferry, W. H. "Caught on the Horn of Plenty." Bulletin of the Center for the Study of Democratic Institutions, January 1962. Santa Barbara, California.

2. President's Committee on Youth Employment. "The Challenge of Jobless Youth." April 1963. U.S. Government Printing Office, Washington, D.C.

3. Michael, Donald N. "Cybernation: The Silent Conquest." A Report to the Center for the Study of Democratic Institutions. Santa Barbara, California.

4. Wheeler, Keith. "Big Labor Hunts for the Hard Answer." Life. July 19, 1963.

5. Schiffman, Jacob. "Employment of High School Graduates and Dropouts in 1961." Special Labor Force Report. Monthly Labor Review 85:502-509. May 1962. p. 505, 508.

6. Illinois Department of Public Instruction. Procedures for the Identification of Potential High School Dropouts. Springfield: the Department, 1962. 42 p.

7. Maryland State Department of Education. "Our Dropouts." The Maryland Cooperative Study of Dropouts. Baltimore: the Department, June 1963.

8. Bowman, Paul H., and Matthews, Charles V. Motivations of Youth for Leaving School. U.S. Department of Health, Education, and Welfare, Office of Education, Cooperative Research Program, Project No. 200. Quincy, Ill., University of Chicago, Quincy Youth Development Project, September 1960. 137 p.

9. Hillson, Henry T. "Comparison with Past Results." A Demonstration Guidance Project. Bulletin of the National Association of Secondary-School Principals. 45:361-62, April 1961.

10. U.S. Department of Labor, Bureau of Labor Statistics. School and Early Employment of Youth. A Report on Seven Communities, 1952-1957. Bulletin 1277. Washington, D.C. Government Printing Office, August, 1960. 89 p.

11. Cook, Edward S., Jr. "How IQ Figures in the Drop-Out Problem." School Executive 74:56-57, September 1954.

12. U.S. Department of Commerce, Bureau of the Census, and U.S. Department of Agriculture, Economic Research Service. Factors Related to College of Farm and Nonfarm High School Graduates: 1960. Series Census-ERS (P-27), No. 32. Washington, D.C., Bureau of the Census, June 15, 1962. 11 p.

13. Penty, Ruth C. Reading Ability and High School Drop-Outs. New York: Teachers College, Columbia University, 1956. 93 p.

14. Bledsoe, Joseph C. "An Investigation of Six Correlates of Student Withdrawal from High School." Journal of Educational Research 53:3-6, September 1959.

15. Vogel, Anita, "How to Check Drop-outs: Six Case Histories," School Management, Vol. 5, No. 11, November 1961. pp. 73-84.

16. Tucson Community Council, Tucson's Drop-Out Problem, A Report of Youth and Work Committee, 100 East Alameda Building, Tucson, Arizona. November 1962.

17. Abramson, David A., Project "Able" Program. The Effectiveness of Full-Time and Coordinated Guidance Services in the High School. New York: the Board. Office of Research and Evaluation. Publication No. 195, July 1962.

18. NEA Newsletter, Project-School Dropouts, Vol. 1, No. 2, February 1963, (pp. 4-5).

Attachment #2

Cooperative Research Projects

Dropouts and holding power

No.	Investigator(s)	Title	Status
037	Christian W. Jung Wendell W. Wright Indiana University Bloomington, Indiana	Why Capable High School Students Do Not Continue Their Schooling	Complete
160	L. A. Van Dyke K. B. Hoyt Iowa State Department of Public Instruction, Des Moines, Iowa	The Drop Out Problem in Iowa High Schools	Complete
200	Paul H. Bowman Charles V. Matthews University of Chicago Chicago, Illinois	Motivations of Youth for Leaving School	Complete
247	J. Kenneth Little University of Wisconsin Madison, Wisconsin	A Statewide Inquiry Into Decisions of Youth About Education Beyond High School	Complete
408	Clyde J. Baer et al Missouri State Department of Education Jefferson City, Mo.	A Preliminary Exploration of Factors Associated With School Holding Power for Educable Mentally Retarded Adolescents	Complete
478	Charles K. Ray et al University of Alaska College, Alaska	Alaskan Native Secondary School Dropouts	Complete
1328	Leland L. Medsker University of California Berkeley, Calif.	Characteristics and Backgrounds of High School Graduates and Their Subsequent Personal and Educational Development	Incomplete
2258	Beverly Duncan University of Michigan Ann Arbor, Michigan	Family Factors and School Drop-out: 1920-1960	Began 7-1-63
D-040	Benjamin Cohn New York State Education Department Albany, New York	The Effects of Group Counseling on School Adjustment of Under-Achieving Junior High School Boys Who Demonstrate Acting-Out Behavior	Incomplete

Retraining

No.	Investigator(s)	Title	Status
D-054	William M. Cooper Norfolk Division of Virginia State College	Re-Education of Unemployed and Unskilled Workers	Incomplete
2273	Carl J. Schaefer Pennsylvania State University University Park, Pennsylvania	Special Field Oriented vs. Job Oriented Technical Retraining Curriculums and Their Effects on Manpower Utilization	Not negotiated

Vocational

385	John K. Coster et al Purdue University Lafayette, Indiana	Vocational Education in Public Schools as Related to Social, Economic, and Technical Trends	Complete
722	Richard L. Simpson David R. Norsworthy University of North Carolina, Chapel Hill, North Carolina	Occupational Choice and Mobility in the Urbanizing Piedmont of North Carolina	Complete
757	Arthur A. Dole University of Hawaii Honolulu, Hawaii	A Study of Values as Determinants of Educational-Vocational Choices in Hawaii	Complete
1038	W. Donald Walling Franklin J. Keller Rutgers University New Brunswick, N.J.	Vocationally Talented Pupils	Complete
1094	James W. M. Rothney University of Wisconsin Madison, Wisconsin	Educational, Vocational, and Social Performance of Counseled and Uncounseled Youth Ten Years After High School	Incomplete
1150	Donald D. O'Dowd David C. Beardslee Michigan State Univ., Oakland, Rochester, Michigan	Development and Consistency of Student Images of Occupations	Incomplete

No.	Investigator(s)	Title	Status
1346	Theodore Volsky David P. Campbell U. of Minnesota Minneapolis, Minn.	Twenty-Five Year Followup of Educational-Vocational Counseling	Incomplete
1537	John O. Crites State University of Iowa Iowa City, Iowa	Vocational Development in Adolescence	Incomplete
1577	Ralph C. Wenrich University of Michigan Ann Arbor, Michigan	Vocational Education as Perceived by Different Segments of the Population	Incomplete
1726	Walter S. Watson The Cooper Union New York, New York	Logical Analysis Skill as a Tool for Career Guidance	Incomplete
2018	Donald M. Miller Philip Lambert University of Wisconsin Madison, Wisconsin	The Elementary School Teacher's Viewpoint of Teaching as Influenced by Classroom Organization	Incomplete
2050	Jerome Moss, Jr. University of Minnesota Minneapolis, Minn.	The Influence of Industrial Arts Experience, as Part of a Pattern of Senior High School Preparation, on Grades Earned in Selected Post-High School Trade and Technical Curriculums	Incomplete
2109	Arthur A. Dole University of Hawaii Honolulu, Hawaii	Inconsistent Students: Followup Studies of the Determinants of	Incomplete